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ABSTRACT

This report contains information on the federally assisted Adult Basic Education (ABE) programs in 64 school districts in California and the qualitative evaluation of ten representative ones. About 7,500 adults were enrolled in these ten during 1967-68. Training led to: increased participation in voting, employment; promotion, removal from welfare, entrance into high school diploma programs, and the receipt of citizenship papers. Some common problems were: level of funding, difficulty in interagency cooperation and recruitment, student mobility, physical facilities, and transportation. Major commendations were offered for: concern with the educational needs of disadvantaged people, the plan developed, understanding of the basic philosophy of the program, individualized instruction, the absence of fixed admission time, and innovation. Recommendations were made for: realistic funding by state and local government, increased effort to foster employability of participants, the use of qualified teachers, continual need evaluation, priority for English, dissemination of information on the program philosophy to staff and community, development of better techniques for evaluating students, and the establishment of projects on innovative and experimental instructional practices. (NL)

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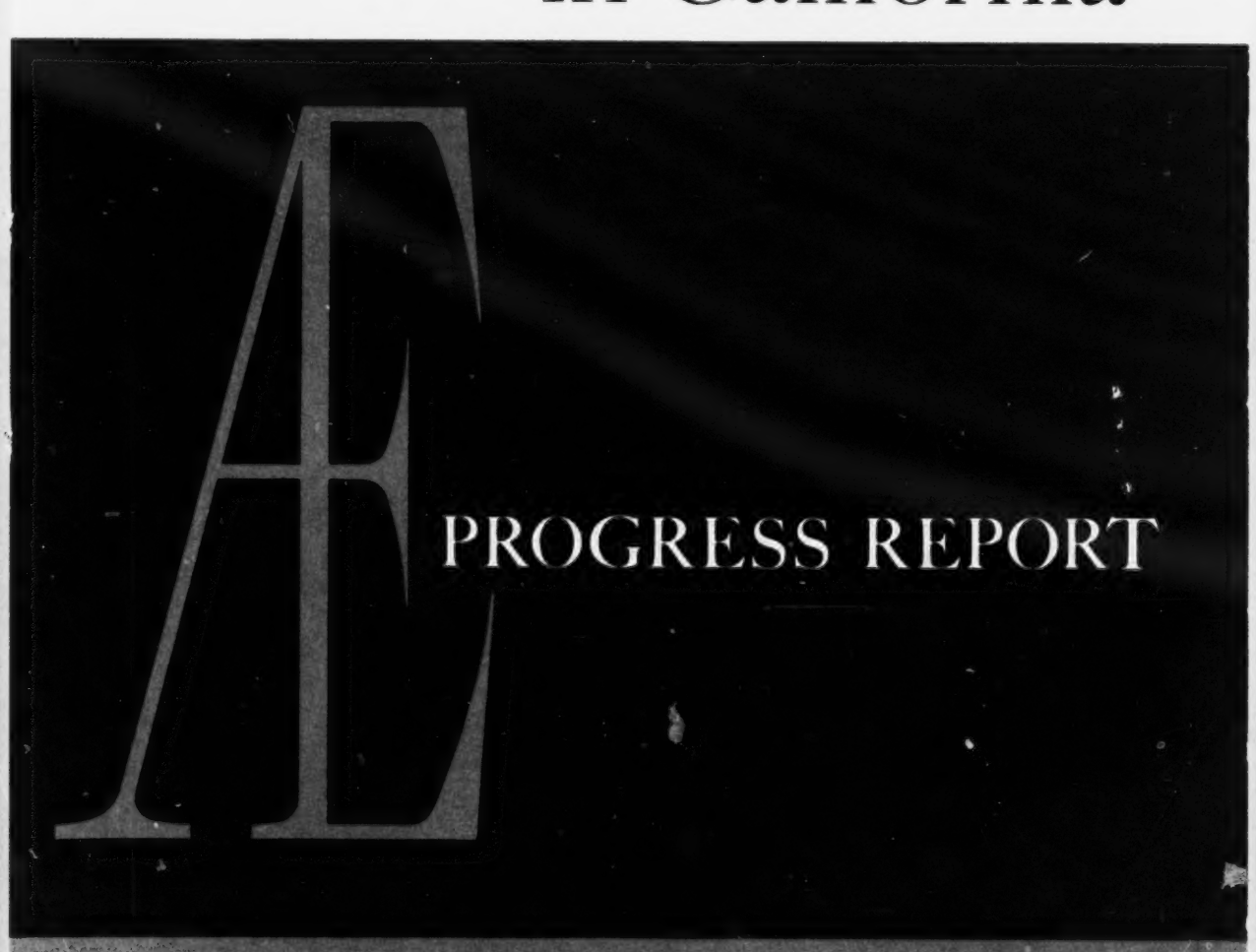
Adult Basic Education in California



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CALIFORNIA STATE DEPARTMENT OF EDUCATION
Max Rafferty - Superintendent of Public Instruction
Sacramento, 1970

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Adult Basic Education in California

PROGRESS REPORT

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FOREWORD

For many years California schools have conducted adult basic education programs that have provided opportunities for under-educated adults to acquire the basic education they need to progress successfully in their chosen fields of endeavor. In addition, the programs have provided for non-English-speaking adults the opportunities they need to become reasonably proficient in communicating in English. As this publication indicates, only a small number of those who need the instruction offered in adult basic education courses are taking advantage of the program. However, the schools have been making concerted efforts to help adults who need basic education, and those efforts are reflected in this report.

The California adult basic education program merits strong support, for it provides a sound means of eliminating adult illiteracy – a major cause of social unrest and poverty in our society. This report provides information that may be used to advantage by educators as a foundation upon which they can develop outstanding basic education programs – programs that should receive strong support from the communities in which they are operated.

Max Rafferty

Superintendent of Public Instruction

PREFACE

This publication, *Adult Basic Education in California,* consists of two parts. Section I, which was prepared by Roy Steeves, Assistant Chief of the Bureau of Adult Education, presents a report of the federally assisted adult basic education program in California for the fiscal year 1967-68. The report contains information submitted to the Bureau of Adult Education by the 64 school districts that participated in the program.

Section II of this publication first appeared on May 31, 1968, as a separate report submitted to the California State Department of Education by the Adult Basic Education Evaluation Project Staff of the Accrediting Commission for Secondary Schools, Western Association of Schools and Colleges. This report is a qualitative evaluation of the adult basic education program in ten representative school districts in California. Mr. Steeves assisted the project staff in the planning of the evaluative study.

EUGENE M. GONZALES
Associate Superintendent of Public Instruction; and Chief, Division of Instruction

EUGENE M. DE GABRIELE
Acting Chief, Bureau of Adult Education

ACKNOWLEDGMENTS

The Bureau of Adult Education commends the Adult Basic Education Evaluation Project Staff of the Accrediting Commission for Secondary Schools, Western Association of Schools and Colleges, for carrying out its evaluative study of the adult basic education program in California and for preparing the report found in Section II of this publication.

The bureau also commends (1) the visiting committees for the assistance they have given to the project staff; (2) the administrators and staff members in the participating districts for their work in planning for the visiting committees, providing information to the committees, and showing many courtesies to them; and (3) Mrs. Barbara Hedge and the office staff of the Accrediting Commission for assisting with the many details of the study.

Other persons to be specifically commended for their part in the study and in the preparation of the report are as follows:

Paul Ash, Coordinator, Adult Education Division, Santa Barbara City Schools

Hal W. Hamm, Assistant Chairman, Adult Basic Education Evaluation Project

L. W. Hedge (deceased), former Executive Secretary, Accrediting Commission for Secondary Schools, Western Association of Schools and Colleges

Charles E. Neuman, Chairman, Adult Basic Education Evaluation Project

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SECTION I

A Progress Report on Adult Basic Education in California

Introduction

Adult schools in California have been providing instructional programs in adult basic education since the first official program was begun in San Francisco in 1856. Under provisions of the Economic Opportunity Act of 1964 (P.L. 88-452) and the Elementary and Secondary Education Act, Title III (the Adult Education Act of 1966, P.L. 89-750), federal funding has been used to improve existing programs in adult basic education and to create new programs in districts where none previously existed.

Federal legislation seeks to eliminate one of the causes which creates poverty – illiteracy. A general aim of the federally funded educational program for adults is to reach the largest number of persons within the shortest possible period of time at the lowest cost per unit.

The *California Plan for Adult Basic Education*[1] has two basic objectives:

1. The plan is intended to improve instruction in state-supported programs of adult basic education. For this purpose information is gathered about pilot projects, demonstration projects, and administration. This information is generally used to recommend procedures for recruitment of students and administration of programs as well as to recommend instructional materials found worthwhile. Funding is provided to ensure better training of personnel involved in these programs, including both those supported entirely by the state and those supported in part under provisions of ESEA, Title III. More efficient materials, instructional equipment, and instructional methods are provided for both programs of instruction.
2. Demonstration and pilot projects wholly funded under Title III are to be established to evaluate materials, methods of teacher training, equipment, and other items as stated in the plan.

Although California schools are currently providing adult basic education courses to more than 75,000 adults per year through programs funded by federal, state, and local governments, the problem of providing adequate basic education services is far from solution. Fiscal year 1967-68 showed an increase of 19.4 percent (5,591 students) in student enrollments in federally assisted (P.L. 89-750) classes in California. These classes were offered in 29 counties in 64 participating school districts at a cost of 96 cents per

[1] Prepared under the direction of the Bureau of Adult Education. Sacramento: California State Department of Education, 1967.

student hour of instruction. Yet lack of facilities and shortage of funds prohibit the necessary massive expansion to the level needed to meet the needs of the 1,300,000 California adults with less than eight years' schooling identified in the 1960 U.S. census.

This problem is compounded by the fact that California receives thousands of new residents each month. Many of these potential state citizens arrive here with educational deficiencies of such dimensions that they are unable to participate constructively in the economic and social life of the state. Only a more accurate, sophisticated, and continuous census procedure can adequately document the need for adult basic education and other adult education services in California.

The economic loss to the state deriving from a population in excess of one million adults who lack basic education skills is immeasurable. It is equally obvious that the cost in personal and social terms is impossible to assess accurately. The social disorders of our time are readily identified with the aspirations of minority groups and the concerns (legitimate or otherwise) of college-age and adolescent youth. It is not so readily apparent, however, that the political power base apparently sought by both elements consists largely of the adult illiterate and economically disadvantaged population. The compelling urgency for the success and expansion of the adult basic education program and all other elements of the total adult education program should be recognized by all concerned citizens.

The State Program — An Overview

Within the framework of the *California Plan for Adult Basic Education,* the agency responsible for the administration of the plan and for the supervision of adult basic education programs in school districts is the State Board of Education.

Adult basic education is an integral part of the state system of public school adult education. Figure 1 illustrates the relationships within this system:

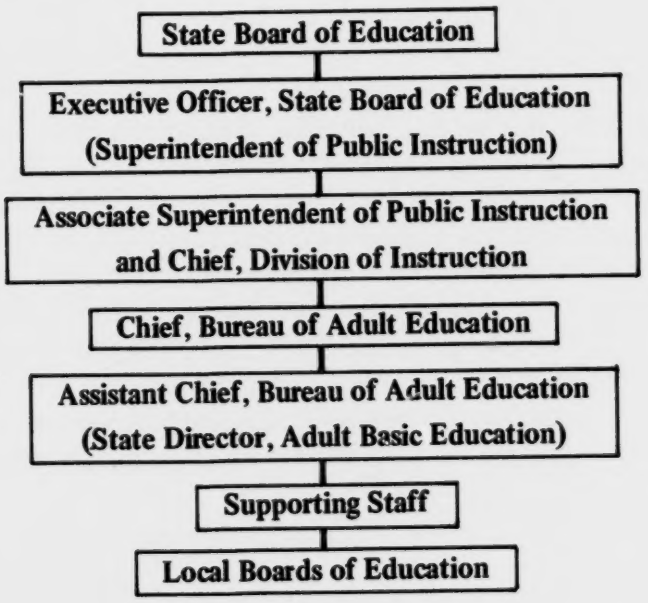
State Board of Education
Executive Officer, State Board of Education
(Superintendent of Public Instruction)
Associate Superintendent of Public Instruction
and Chief, Division of Instruction
Chief, Bureau of Adult Education
Assistant Chief, Bureau of Adult Education
(State Director, Adult Basic Education)
Supporting Staff
Local Boards of Education

Figure 1. Organization Chart for Adult Basic Education Programs

The Bureau of Adult Education is assigned the administration of state directives concerning the adult basic education program. The bureau staff negotiates with governing boards of school districts, approves projects where the need for adult basic education programs has been established, and maintains records, both statistical and financial, to be sent to the U.S. Office of Education. The staff also supervises training programs throughout the state for teachers of adult basic education, compiles necessary reports, conducts necessary studies and investigations, and visits schools where programs are being conducted.

Within the framework of the California state plan, the objective of the district administrator is to design a program that will enable adults in need of basic education to read, speak, and write English,

thereby raising substantially their educational level. In this way such adults have an opportunity for more productive and profitable employment and are better able to meet their other adult responsibilities.

Approval of local projects is dependent on the ability of the school district to meet the following established priorities:

1. The extent to which the program provides services to those adults in need of basic education who are the most severely impoverished
2. The extent to which the program provides services to those adults with the greatest education deficiency, priority being given to those who have attained less than a fifth grade level of proficiency
3. The extent to which the program provides services to the maximum number of adults in need of basic education
4. The extent to which the program provides services to those areas in the state with the highest concentration of impoverished adults in need of basic education

In California during the 1967-68 fiscal year, there were 396 federally connected classes in English as a second language, 216 classes in elementary subjects for adults, and 97 classes as a combination of the two.

California adult school administrators responsible for these programs have organized classes in cooperation with the California State Department of Welfare and local welfare agencies, the California State Department of Employment, private industry, churches, Manpower Development Training Act programs, Community Action programs, Volunteers in Service to America programs, the Head Start program, the Neighborhood Youth Corps program, the State Department of Motor Vehicles, the Job Corps, the State Department of Rehabilitation, police and sheriffs' departments, local departments of health, PTAs, and labor councils.

The curriculum area for adult basic education, which includes English as a second language and elementary subjects for adults, includes content items drawn from the following subject areas: consumer education, home and family living, job orientation, driver education, health education, and U.S. and California government. Participating districts have the most recently published and generally accepted textbooks and workbooks for classes in elementary subjects and English as a second language. For the most part these materials have been specifically designed for adult students and, although constantly subject to revision because the interest of publishers in this field has been recent, are reasonable in cost and readily available.

Equipment in use generally consists of less expensive items that are readily available; e.g., tape recorders and tape decks for English as

a second language instruction, and overhead and opaque projectors for classroom use. In a few locations more extensive equipment has been installed to test the effectiveness of more expensive and more recently developed items. The most extensive instructional site is located at Central City Occupational Center in Los Angeles. Those interested in seeing various types of reading instruction machines in use by adults should contact Abram Friedman, Principal, Central City Occupational Center, 1646 S. Olive St., Los Angeles, Calif. 90015 .

All districts have made an attempt to obtain instructional materials designed for individualized instruction; yet, most program administrators agree that the success of the program depends more on the professional skill and training of the classroom teacher than on the quality or quantity of instructional materials available. Because the instructor deals with adults, the instructional situation is somewhat different from that experienced by teachers in such programs involving children. Generally speaking, classroom discipline in the sense of controlled behavior is not a problem in the adult class regardless of the quality of the teacher. The adult will leave the class if learning is not taking place.

The adult student usually is highly motivated and highly demanding. He will not accept a class situation in which he cannot feel completely comfortable, both with respect to the personality of the teacher and his opportunity to progress rapidly in whatever skill is being taught. For these reasons the adult education program requires a specifically trained, adult-oriented instructor who can define precisely the individual student's educational need and can provide a specific response to this need. The sincerity and the dedication of the teachers in this program are evident from the holding power of the classes and the progress of the students that are detailed in this report.

In summary, the adult basic education program at this time has good administration, offers a flexible and realistic curriculum to the students, and employs the services of highly qualified teachers. The number of students being reached as contrasted with the size of the target population is not realistic from a social or educational point of view but reflects accurately the availability of funds for its support.

Program Evaluation

Tables 1 through 5 provide detailed statistical information gathered by the Bureau of Adult Education during fiscal year 1967-68 concerning program operations in adult basic education in California.

During the fiscal year 1967-68, some 64 local adult basic education advisory committees were operating in California. Also operating was a state adult basic education advisory committee, which consisted of representatives from the participating school

TABLE 1

Breakdown of 34,386 Students Enrolled in the Adult Basic Education Program in California, 1967-68, by Percent

Category	Percent of enrollment
Grade level (ESL not graded)	55.85
Beginning (grades 1-3)	12.78
Intermediate (grades 4-6)	15.78
Advanced (grades 7-8)	15.59
Sex	
Male	41.26
Female	58.24
Age	
18-24	24.95
25-34	25.59
35-44	23.82
45-54	12.14
55-64	5.32
65-	8.18
Ethnic origin	
White	15.53
Negro	14.59
Spanish surname	56.71
American Indian	1.59
Other nonwhite	11.59
Selected groups	
New enrollees	86.72
Welfare recipients	25.62
Migrants	11.36

districts (one representative per district). This state committee met four times during the school year.

Demonstration Projects

Four special demonstration projects were developed and carried on in California during fiscal year 1967-68. They were implemented locally with the consultive services of the Bureau of Adult Education staff.

The Western Association of Schools and Colleges carried on an evaluative study of ten school districts that were selected as

TABLE 2

Achievement of Students Enrolled in the Adult Basic Education Program in California, 1967-68

Type of achievement	Number of students
Those who completed beginning level	4,523
Those who completed intermediate level and who initially enrolled at	
Beginning level (grades 1-3)	2,043
Intermediate level (grades 4-6)	1,759
Those who completed advanced level and who initially enrolled at	
Beginning level (grades 1-3)	190
Intermediate level (grades 4-6)	518
Advanced level (grades 7-8)	750

TABLE 3

Separation of Students Enrolled in the Adult Basic Education Program in California, 1967-68

Reason for separation	Number of students
Employment	3,194
Entry into training program	507
Change of job	578
Lack of interest	949
Move to another area	1,845
Reason unknown	17,867

TABLE 4

Data on Instructional Programs for Students Enrolled in the Adult Basic Education Program in California, 1967-68

Description of data	Number
Classes held in	
Public school buildings	592
Other facilities	162
Hours of instruction (average) needed to complete	
Beginning level (grades 1-3)	200
Intermediate level (grades 4-6)	250
Advanced level (grades 7-8)	300
Teacher-training workshops	
State	4
Local	108
Personnel receiving preservice or inservice training, or both	
National	43
State	107
Local	610
Classes in which programmed instruction used	366
Number of students in programmed instruction classes	12,918
Hours of instruction (average) needed to complete programmed instruction at	
Beginning level (grades 1-3)	218
Intermediate level (grades 4-6)	206
Advanced level(grades 7-8)	225

TABLE 5

Personnel Employed and Hours Spent in the Adult Basic Education Program in California, 1967-68

Type of personnel	Number of Personnel	Hours of employment
Teachers	611	163,640
Counselors	93	24,194
Local supervisors	94	27,584
State administrators and supervisors	5	9,600
Others		
State	3	5,760
Local	239	78,912

representative of districts offering adult basic education programs in California. These districts were selected according to types of instruction offered, student population, size, class enrollment, and location. Evaluation of the districts was based on the accreditation instrument developed and used by WASC in its extensive experience with other levels of educational programs. The results of the evaluation by visiting committees are reported in "Evaluation of the Adult Basic Education Program in California," which was prepared by the Adult Basic Education Evaluation Project Staff of the Accrediting Commission for Secondary Schools, Western Association of Schools and Colleges; that report appears as Section II of this publication.

The Office of the Sacramento County Superintendent of Schools, through its Regional Data Processing Center, carried on a project involving the gathering of demographic data, occupational test data, and the like to maintain information on students in the adult basic education program statewide. The result of that project was a statistical analysis of the data gathered.

The La Puente Union High School District developed a project for the purpose of "investigating the avenues and linkages available to adult basic education students to continue their progress educationally." The activities of this project included (1) an examination of the characteristics of the student population in terms of abilities, goals, motivations, experiences, and school achievements; and (2) a determination of what further educational and vocational avenues are available to students. The follow-up of the sample student population will provide the basis for evaluating the capability of an instructional program to provide success both within the program and in the community.

Student Accomplishments

Of the multitude of successes and accomplishments of students reported by the administrators of adult basic education programs, the following appeared most significant:

- Students who registered to vote, most of them for the first time – 183
- Students who obtained employment – 508
- Students who received promotions or salary increases in their existing jobs – 320
- Students who entered into job training after completing adult basic education – 56
- Students who ceased to be welfare recipients during the year – 103
- Students who entered into high school diploma programs – 529

- Students who received their United States citizenship papers – 67
- Former students who were employed as teacher assistants in the program – 7
- Former students who were employed as recruitment aides in the program – 76

Many program administrators reported that parents in the adult basic education program for the first time visited their children's schools and participated in PTA activities. Several program administrators reported that teenage children of participating adult basic education students were encouraged to remain in school because of their parents' involvement in the program.

Cooperative Relationships

The Bureau of Adult Education has membership on each of the Cooperative Area Manpower Planning System (CAMPS) committees throughout the state, and consultants on the staff take an active part in committee responsibility. The bureau is also represented on the State Committee of CAMPS. The project application guidelines ask that participating districts specify working relationships with various agencies and organizations to implement program linkages.

Active communication exists between the local program administrator and welfare department personnel, California State Employment Services counselors, and various Community Action Agency personnel. The adult basic education curriculum includes information on health services; in many instances the local public health department provides resource speakers for such classes. Neighborhood Youth Corps clients are often used for clerical and other services. The Volunteers in Service to America (VISTA) program is active in many areas, as are a variety of church groups and ethnic group associations (LULAC, MAPA, NAACP, and so forth) which help recruit students for adult basic education programs. A number of adult basic education students, upon completion of literacy programs, enter MDTA programs for specific vocational training.

In various locations PTAs also assist in the recruiting of students, and PTA members, women's clubs, and church auxiliary units supply volunteer child care so that parents can attend classes. In some communities with Head Start programs, personnel assist in coordinating efforts and in providing information about adult basic education programs. In addition to clerical and child care assistance, many local adult basic education programs are able to use teacher aides on the recommendation of church groups, the Neighborhood Youth Corps, and other agencies.

Major Problems

In the reports submitted by district adult basic education administrators, concern was expressed about the level of funding. A number of administrators reported difficulties in establishing cooperative relations with local agencies. They also reported the existence of similar programs carried on by other agencies in direct competition with their own.

A significant number of administrators reported difficulties in recruiting and keeping students. This problem, however, is specific to relatively small rural programs in which classes in elementary subjects predominate. Another problem is the mobility of the students, which hinders program continuity and recordkeeping. This type of recordkeeping – e.g., keeping attendance, enrollment, and withdrawal records as well as student data forms – was reported as being exceedingly time-consuming and as requiring additional counseling and clerical time allocation. Rural areas reported problems in transporting students to and from class. Several administrators indicated that programs could be enlarged, especially those held during the day, if child care were provided. The provision of adequate facilities for housing adult basic education classes appears to be satisfactory for evening classes but entirely lacking or inferior for day classes.

Several additional problems were reported as major to a particular district but not of concern statewide. These problems were as follows: (1) loss of enrollment because of seasonal work; (2) lack of materials for instructional purposes; (3) insufficient time allocation for supervision; (4) poor communication between the community and the adult school; and (5) inadequate acceptance of the adult school by the community. Only four of the administrators reported as a problem the identification of the goals and objectives of participating students although this lack appears to be one of the more significant problems in the administration of a successful program.

Recommendations

An analysis of the data and program information previously given in this report has led to the formulation of the following recommendations:

1. Since the level of federal funding is such that the need in California for instructional services in adult basic education cannot be met fully or even substantially from that source, state and local involvement in the financing of the program must be reexamined. At the present time state apportionments are earned by school districts on the basis of attendance, and districts tend to offer only those services that are in demand by the adult population. Once enrolled, students in adult basic education tend to continue in such classes and progress to other levels of instruction. But the heavy cost of such instruction – for initial recruitment, counseling, higher salaries for teachers (because of reduced class loads), classroom space, off-campus facilities, and instructional materials and supplies – is such that state aid alone cannot support a successful program. In some manner a higher priority for adult basic education services must be established at both the state and district levels.

2. Since an adult with literacy skills only is severely limited in his capacity to succeed vocationally and to participate constructively in the political and social aspects of our culture, a general strengthening and expansion of the high school program for adults is needed. Although standardized tests are rightly used to place the adult student within the high school program and to provide the school with an accurate measure of his knowledge and academic skills generally, the adult school diploma should not be granted on the basis of test performance alone. Study of the high school curriculum for adults should be undertaken to bring about a constructive change so that students may progress more rapidly and efficiently to that goal.

3. Increasing the employability of the undereducated is a prime goal of this and other educational programs for that population. More efficient methods of testing and counseling must be obtained to achieve the following objectives:

   a. That the individual student is guided according to his ability and desires toward the appropriate vocational objective
   b. That all students have the opportunity to obtain education in the arts and humanities and political science commensurate with their abilities and interests

In our desire to bring about full employment by involving educational institutions, the needs and welfare of individuals may be overlooked; as a result, additional frustrations are imposed on them. Although it is undesirable for anyone to be denied the opportunity to learn a vocation, it is equally undesirable for anyone to be compelled to train for a vocation that neither interests him nor affords him an opportunity to support himself and his family. The success of adult basic education students in obtaining employment without further training or education is one that is temporary; in all probability such students will not be able to retain permanently any job so obtained or to support a family on the income derived from such unskilled or semiskilled employment.

4. As the program involves a larger student population, the demand for qualified teachers will exceed the supply. The creation of classes without adequate assurance that they will offer the services of qualified teachers is not desirable. Potential teachers for the adult basic education program must be identified and provided with the learning experiences essential to their future success in the classroom. In addition, more opportunities must be created for the teacher currently employed in adult basic education to obtain up-to-date training to retain and upgrade his skills. The national institutes given each year by the U.S. Office of Education for adult basic education teachers and administrators give opportunity to a limited number of persons, and state-funded teacher training activities reach a larger number. But by no means is a significant number affected.

SECTION II

An Evaluation of the Adult Basic Education Program in Ten Representative School Districts in California

Introduction

Eric Sevareid, the famed news commentator, once said, "The American public . . . includes ten million college graduates and more than one-half of all the high-school-educated people in the world." The other side of the coin is that at least ten and one-half million adult Americans are functionally illiterate, having progressed no further than the fourth grade in English competency. Despite the attempts by special federal, state, and local literacy programs to ease the problem, high incidences of poverty and migration tend to maintain illiteracy at a fairly constant level.

Census figures indicate that unemployment and illiteracy go hand in hand. Lack of basic learning skills limits the individual not only in obtaining employment but also in taking advantage of training or retraining opportunities. Too often, vocational training programs fail or are hindered because enrollees lack the basic learning skills necessary to benefit from instruction. Discouraged because traditional learning methods take more time than they have to invest, adult illiterates find themselves forced into low-skill, low-paying employment from which many never escape. This situation, together with the fact that, according to the United States Department of Labor, the average worker needs to change his employment skills at least eight times during his productive years, indicates an obvious need to involve adult illiterates directly in a program of basic education. According to the 1960 census, approximately 14 percent of California's population over 25 years of age consists of functional illiterates. This census also shows that a total of 1,300,000 adults in California have completed less than eight years of schooling.[1]

Adult education classes have been offered in California school districts for more than 100 years. Classes in citizenship and Americanization, in English for the foreign born, and in other basic elementary subjects have always been a part of the adult education program and have received greater attention during the past few years as the need for them has become more apparent.

Approximately 55,000 students have been enrolled annually in the elementary education program for adults, which is supported by state and local funds. This program, which has become generally known as adult basic education, was extended with the assistance of federal funding under the Economic Opportunity Act in 1964 and under the Elementary and Secondary Education Act in 1966. During

[1] *California Plan for Adult Basic Education.* Prepared under the direction of the Bureau of Adult Education. Sacramento: California State Department of Education, 1967, p. 1.

the 1967-68 school year, an additional 20,000 adult illiterates received instruction under this federally assisted adult basic education program in 64 California school districts. Fundings for the year totaled approximately $3 million, including a federal allocation of approximately $1.5 million.

The adult basic education program of instruction is designed to "eliminate the inability of adults, eighteen years of age or over, in need of basic education, to read, write, and speak English and to raise substantially the educational level of such adults with a view to making them less likely to become dependent upon others, improve their ability to benefit from occupational and homemaking training, and otherwise increase their opportunities for more productive and profitable employment and make them better able to meet their adult responsibilities."[2]

The program is set up specifically to serve those individuals whose lack of basic education skills constitutes a severe handicap for them in adapting to and functioning in contemporary society. Elementary instruction equivalent to grades one through eight comprises about 40 percent of the program enrollment and is a course designed for some 750 hours of instruction. This instruction is in the skills of reading, writing, speaking, listening, and arithmetic, with content drawn from the fields of citizenship, civic education (local, state, and federal, health practices, consumer knowledge, human relations, and home and family living. English as a second language comprises about 60 percent of the program enrollment and is a course designed for 1,200 hours of instruction.[3] Classes are composed of adults, nearly half of whom are between the ages of twenty-six and forty. Classes are established primarily for the lowest income groups. In 1966-67 approximately 48 percent of the students were from families with less than $3,000 income per year. Nearly two-thirds of the students had Spanish surnames, and about 14 percent of the total number of students were Negro. About 44 percent of the students were male and 56 percent were female.

One of the most important tasks in developing and maintaining a good educational program is that of establishing a process for continual evaluation. To determine at this point the effectiveness of the adult basic education program in attaining the basic objectives of reducing adult illiteracy in California, the Bureau of Adult Education of the California State Department of Education requested the

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[2]*Guidelines for the Preparation of Proposals for the Allocation of Federal Funds for the 1967-68 School Year under the Elementary and Secondary Education Act.* Sacramento: California State Department of Education, 1968.

[3]The term "adult basic education" includes both types of classes, the classes in basic elementary subjects and the classes in English as a second language.

Accrediting Commission for Secondary Schools of the Western Association of Schools and Colleges to evaluate the program. The Association, probably the most active of the nation's six evaluation and accreditation agencies and a recognized national leader in designing new ways of evaluating education programs, accepted the assignment.

The evaluation undertaken by the Accrediting Commission included the following distinct aspects:

1. The evaluation was based on existing well-tested instruments developed by the Western Association of Schools and Colleges and was specifically modified to assess the instructional goals and results of adult basic education.[4]
2. The evaluation dealt with all aspects of adult basic education programs that have been operating for a year or more and that are fairly representative of the state.
3. The evaluation was done by visiting committees of five members each, representing industry, employment and welfare agencies, and education (educators chosen were experienced in both adult and basic education). An on-the-spot study was made to determine how well the adult basic education program was fulfilling established educational objectives.
4. The evaluation considered the basic goal of adult basic education, answering the question: *How effective is this program in reducing adult illiteracy?*
5. The evaluation of local programs was made in terms of the criteria, guidelines, rules, and regulations established by the California State Department of Education and the U.S. Office of Education.

The evaluation involved the district administration, instructional staff, students, and representatives of community groups and agencies in identifying strengths and weaknesses, providing direction and guidelines for upgrading the program in its entirety. Ten districts that were deemed to be broadly representative of the state as a whole were selected for evaluation by the project staff. Metropolitan, urban, and rural districts serving different ethnic groups in different geographic areas were included. Some of the programs in the study were conducted by junior college districts; others, by unified districts, high school districts, or offices of county superintendents of schools.

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[4]See Charles E. Neuman and Hal W. Hamm, *Procedures for Appraising the Adult Basic Education Program.* Visiting Committee Handbook for the Evaluation of Adult Basic Education Programs in California. Burlingame, Calif.: Western Association of Schools and Colleges, 1967 (multilithed).

Three workshops were conducted to prepare the members of the visiting committees for their evaluation duties, acquaint them with the program and goals of adult basic education, and familiarize them with the evaluation instruments and procedures.

This evaluation was designed to fulfill the following significant needs:

1. To provide participating teachers and administrators realistic benchmarks from which to improve instruction
2. To provide personnel of school districts considering such instruction specifics on which to build new and additional programs
3. To provide the California State Department of Education, the U.S. Office of Education, and other agencies involved information helpful in making decisions about future programs and similar types of programs
4. To fulfill the provisions of California's application for federal funds for the 1968-69 programs of adult basic education, which provide that "independent evaluations of local programs of instruction and administrative efficiency would be conducted by on-the-spot inspection teams composed of lay representatives, other agency representatives, and educators," with reports to be submitted to the Adult Basic Education Branch of the U.S. Office of Education

Summary of Commendations and Recommendations

The ten visiting committees of the Accrediting Commission for Secondary Schools found that the adult basic education program in California is effective in reducing adult illiteracy. The commendations made by the committees emphasize the unanimous feeling that the adult basic education program is worthwhile, valid, workable, and deserving of expansion. The recommendations made by the committees are intended to assist in the improvement of the program.

Major Commendations

The visiting committees wish to commend the following for their work in making the adult basic education program in California successful:

1. The administrators and governing boards of the ten school districts in which programs were evaluated for recognizing the need for adult basic education, for establishing these classes in target areas in accord with state and federal plans, and for concerning themselves with the educational needs of disadvantaged persons in their communities
2. Administrators for their broad understanding of the educational needs of the community, including individual and family betterment, general education in fields leading to job and community improvement, and adult basic education leading to employment and academic proficiency in further education
3. Administrators, counselors, and teachers for developing within the people in the target areas a renewed feeling of hope and for encouraging them to reach for higher goals; for helping people of all races, colors, and creeds to learn to work and study together, thus helping to rekindle faith in the American dream; and to church leaders and citizens for their willingness to offer their property for adult classes to make this program possible
4. The adult basic education administrative staffs for:
   a. Their role in the program – a role that has been undertaken many times in addition to full-time regular assignments
   b. Their efforts in developing a flexible program to make possible different levels of functioning among students and the grouping within the same classrooms of students of similar levels to allow students to progress at their own speed, thus developing a high degree of morale

c. Their willingness to develop and utilize innovative methods to implement their programs, such as the Inland Empire Training Program
d. Their involvement and cooperation with many community agencies, such as the Department of Social Welfare, the Department of Employment, the Economic Opportunity Council, and related government agencies; with members of different ethnic groups, religious organizations, and other neighborhood groups – relationships that have developed many ways of extending and strengthening the adult basic education program
e. Their excellent training and experience in education, their outstanding educational leadership, and their deep concern in helping adults in need of further education
f. Their effective staffing procedures, their efforts to recruit the most competent instructional staff members, and their employment of staff members from the ethnic groups being served
g. Their placement of classes in community areas of greatest need
h. Their imaginative and meaningful use of teacher aides
i. Their dedication and concern for adult basic education evidenced by the use of district funds as well as those from Title II grants
j. Their inclusion of the adult basic education program as an integral part of the total adult program with supporting services provided from the Adult Division
k. Their effective use of existing school buildings and the arrangements made for the use of many different nonschool facilities in areas throughout the districts in order to locate classes in areas and neighborhoods where they are most needed

5. The adult basic education instructional staffs for:
   a. Their motivation and dedication to serve their students in order to upgrade the adult basic education program
   b. Their understanding of the purposes and goals of the program
   c. Their high degree of training and experience, especially their high degree of sensitivity and dedication to serve their students
   d. Their genuine interest and concern for adult students and their efforts to select materials and use methods and techniques most conducive to effective learning

e. Their participation in the adult basic education workshops to improve the quality of their instruction
f. Their use of many different textbooks and supplementary materials to allow teachers to use more imaginative and creative approaches in their teaching
g. Their friendly rapport with the adult students; their understanding of program goals, which, in addition to basic skills, encompass such elements as citizenship, health practices, consumer education, human relations, and home and family life
h. Their willingness to develop and utilize innovative methods to implement the program, such as team teaching on a correlated subject matter basis
i. Their awareness of the many problems confronting adult students beyond the intricacies of the formal "learning process"
j. Their ability to elicit a positive and eager response from adult students
k. Their role in the program – a role that has often been undertaken in addition to their full-time regular assignments

6. The Bureau of Adult Education for setting up a well-conceived state plan and set of guidelines for the adult basic education program, for assisting districts through periodic visitations from members of the adult basic education staff, for organizing workshops, for working on the ad hoc committee, and for many other related activities
7. Community agencies, organizations, and groups for their assistance in referring and recruiting students, making their facilities available for classes, providing teacher aides and counselors, providing child care, and helping and supporting the program
8. The counselors for their competence, their interest in the program, the services given to the students and instructional staff members and for the excellent work they are doing in the limited time available

Major Recommendations

The adult basic education program in California can be improved and can become more effective. The visiting committees, therefore, recommend that:

1. Administrators consider creating a closer working relationship with organizations that might be helpful in recruiting enrollees, such as business, industry, employment agencies, labor unions, social agencies, and community action and church groups

2. Consideration be given to assigning additional personnel for recruitment and follow-up of adult basic education students

3. A broader program be developed to inform clubs, civic organizations, PTAs, church groups, and city and county agencies of the need and availability of the program in order to create a greater community awareness

4. Further consideration be given to organizing planning sessions with the schools and with community action and advisory groups for particular target areas

5. The administration consider the use of an advisory committee composed of the district adult basic education staff, local public and private social service agencies, business representatives, representatives of ethnic groups in need of basic education, and other neighborhood and religious organizations showing strength and leadership to:

   a. Plan for an expanded program in adult basic education
   b. Identify needs more fully
   c. Publicize the program in the district
   d. Assist in recruiting adults most in need of instruction
   e. Coordinate and centralize related activities, thus avoiding duplication and overlapping
   f. Make periodic reassessments to make certain that the program is adequately serving those most in need of adult basic education

6. State and federal testing practices now being used be reviewed

7. Consideration be given to developing a smooth continuation of the involvement of adult welfare recipients when the Department of Employment becomes responsible for present welfare work-experience programs

8. Consideration be given to making further evaluations of adult basic education programs through follow-up of students' successes, their contributions to the general welfare, their employment, and their continuing education; and that a follow-up study of graduates and people who have left the program be made at regular intervals to determine how effective the program has been in meeting its stated objectives

9. Adult basic education departments in each district cooperate with other agencies in exploring the possibilities of establishing occupational centers

10. Daytime facilities be established to house needed classes for the purpose of serving a large segment of the population unable or unwilling to attend evening classes

11. Every effort be made to provide better classroom facilities with space for both group and individual work, more storage where

needed, and better acoustics for all classes in order to further improve instruction and to assure students that their educational program has tangible community support

12. The districts explore the possibility of providing additional administrative and supervisory services for the program

13. Each district explore the practicability of developing research projects that provide greater insight into the learning problems and motivational factors affecting students

14. Consideration be given to districtwide, indepth studies of numbers, characteristics, and needs of persons that could be served by the program, such study to be conducted jointly by the district and local social service agencies to identify specific needs more fully and to develop a program to meet these needs

15. An effort be made to provide more aides to assist in recruitment and in classroom work, that these aides be selected from minority groups and be persons who are suited for work in education, and that encouragement be given them to take college work leading to careers in education

16. A continuous program of inservice education be conducted for teachers in adult basic education

17. An examination be made in each district of the priority position of the adult education department

18. Districts study the advisability of assigning coordinators who would have specific responsibility for adult basic education

19. A special project be considered in California, possibly with federal funding, to enable a group of teachers experienced in adult basic education and curriculum to develop materials of instruction in elementary subjects for adults and in English as a second language that are specially adapted to California and that can be made available to teachers throughout the state

20. A continuous reevaluation of the needs of the community and the offerings of the adult education program be made to make certain that classes in English as a second language and classes in basic elementary subjects be given the highest possible priority

21. The procedures instituted by the Accrediting Commission for Secondary Schools continue to be used for further evaluations of adult basic education programs in California

22. Special attention be given to providing a more extensive program of student recruitment to ensure that those adults in greatest need of basic education will be enlisted in the program

23. All adult basic education programs in a community be conducted by a school district rather than by other agencies or groups and that every effort be made to provide for effective liaison between the district and the agency or group

24. Districts encourage colleges and universities in the area to offer a more realistic curriculum aimed at preparing teachers for instructing in adult basic education

25. Districts make every effort to offer adult basic education classes throughout the full calendar year and not just during the regular school term to provide for continuity of learning, prevent dropouts, and enable adult students to complete their adult basic education earlier

26. Additional counseling services be provided for adult basic education programs

General Information Report

In the "General Information" section of their evaluation reports, the visiting committees included important information based on statistical data supplied by the districts and on responses made by district personnel to questions of a general nature. The following is a summary of that information.

Approximately 7,500 adults were enrolled during the school year 1967-68 in the ten federally assisted adult basic education programs evaluated (about 40 percent of state enrollment). Census estimates of 1960 show 460,000 persons in need of basic education in the ten districts studied. Approximately 7,500 were enrolled in the federally assisted programs, and about 10,500 were enrolled in similar basic education programs not assisted by federal funding, making a total of approximately 27,000 or about 6 percent of those in need of basic education.

All districts but one had classes in adult basic education not supported by federal funds. In several of the districts the classes and enrollments in the program not federally funded far exceeded the number in the federally funded program. The Los Angeles report, for example, stated that there was an active enrollment of approximately 6,000 in the federally funded program, whereas the enrollment in similar classes not federally funded totaled approximately 17,000. Although the effort made by individual districts varied, there was much evidence that most districts were making a substantial effort to help the educationally disadvantaged adults. Federal assistance has made it possible to provide additional classes and to improve the programs being offered.

There was also much evidence that a real effort was being made by the school districts to locate adult basic education classes in neighborhoods and areas where the need was the greatest. The evaluation committee for the Oakland program, for example, noted that in the federally assisted program, classes were held in two locations in the eastern part of the city and in two locations in the western part, and that other classes were held in 24 neighborhood centers spread throughout the four poverty target areas of North Oakland, Central Oakland, East Oakland, and West Oakland.

The Los Angeles committee reported that 29 adult schools were located in or near poverty areas, and that adult basic education classes were offered in these schools and at more than 100 other locations in areas of need throughout the district. The Sacramento

City Unified School District offered 40 classes in nine schools widely dispersed about the city and located in target areas. Adult basic education classes were held in nine locations in the Coachella Valley Junior College District. The adult basic education program in Imperial County was unique in that the program was operated under a cooperative arrangement between the districts and the office of the Imperial County Superintendent of Schools. Coordinating services were provided by the superintendent's office, and classes were offered throughout the county. Other districts also recognized the importance of locating classes in areas where the educationally disadvantaged people live and were making similar efforts.

Citizens advisory committees were used effectively in some districts; in some instances they were established in each adult school in the district. In other districts there was evidence of coordination and assistance from the community and from community organizations and agencies but without formal committee structure. All of the programs evaluated made provision for recruitment of adults for enrollment although the effectiveness of the recruitment programs in the districts varied considerably. Some districts had a much more active recruitment program than others. As a result of this and other factors, classes were filled and overflowing; many more classes could be offered if funds were available. In one or two of the smaller programs, some of the classes were discontinued because of seasonal employment and other factors.

Test results used by the districts to measure student achievement in basic elementary subjects showed much evidence of progress. A considerable amount of subjective evidence of progress was also included in the reports of the committees. However, no comprehensive, systematic, and objective review and evaluation of the program has been made by any of the districts.

Considerable evidence indicated that adult basic education programs were reaching adults who needed basic education and who had the greatest impairments to obtaining employment and becoming productive and responsible citizens. The number of referrals from welfare and employment agencies and the number of persons enrolled in adult basic education programs who were receiving aid and assistance from other community agencies tended to confirm this. Considerable evidence also indicated that recruitment of students and composition of the classes reflected priority targets. However, programs reached only a very small percent of the total number of functionally illiterate adults in the districts. Although progress was made, it was inadequate in view of state and federal goals, largely because of inadequate financing.

Major Commendations and Recommendations

A total of 47 persons, including community leaders in business and industry and administrators in education, welfare, and employment, attended evaluation workshops, studied materials relating to the adult basic education programs, and evaluated the ten programs as members of visiting teams. These visiting teams of four to six persons each spent three days in each district talking with administrators, teachers, students, and representatives of community groups and agencies. They observed classes in session and at the conclusion of their visit wrote an evaluation of the program. The major commendations and recommendations made by these visiting committees of the Accrediting Commission for Secondary Schools in their evaluation of the ten programs have been summarized by the project staff and are presented in the following sections of this report. Many other specific items related to each evaluation can be found in the individual studies on file in the districts involved in the ten programs evaluated and in the Accrediting Commission office.

The introductory statements in each part of the report that follows was taken from the evaluation handbook developed by the project staff. These statements, together with other evaluative criteria developed by the staff, served as guidelines in defining the areas to be studied and provided a backdrop against which the evaluation committees screened their findings and made their commendations and recommendations. This summary report follows the format of the reports of the visiting committees.

Adult Basic Education Goals and Purposes

Every adult basic education program should have a carefully formulated philosophy of education. This philosophy should be made specific in a statement of expected outcomes for the adult student. It should clearly define the differences between the adult basic education program and the other adult education programs offered by the district.

Major Commendations

The visiting committees of the Accrediting Commission commend:

1. Administrators and boards of education for concerning themselves with the educational needs of disadvantaged persons in their communities, for recognizing the need for basic education prior to the advent of federal assistance, and for offering additional classes

and extending and improving the program with the help of federal funds

2. Administrators and instructional staffs of adult basic education programs for understanding the underlying philosophy of the program and for conducting the program in accordance with the state and federal plan

3. Administrators and instructional staff members for their sincere efforts to attain the goals and purposes of the adult basic education program

4. The Bureau of Adult Education of the State Department of Education for developing an excellent state plan and well-conceived guidelines for the adult basic education program and for assisting districts in establishing and conducting classes in this very important field of adult education

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That a continual evaluation of the needs of people in the community and of the offerings of the adult education program be made to ensure that classes in English as a second language and classes in basic elementary subjects are given the highest possible priority

2. That from the findings of this study a more complete written statement of philosophy be cooperatively developed by staff members and community representatives to encompass those needs and to define clearly the goals and purposes of the adult basic education program and the differences between that program and the other adult education programs of the district

3. That this philosophy be made known to staff members, school district governing boards, and people in the community, and that it be reviewed periodically

Adult Basic Education and the Community

Public schools are responsible to the people and should be open to all who wish further education. Adult education takes pride in being close to the community and sensitive to the needs of the community and to the educational needs of all citizens. This section concerns itself with the ways in which the adult basic education program is a part of the community and of community life and the extent to which the adult basic education program works cooperatively with community groups and agencies.

Major Commendations

The visiting committees of the Accrediting Commission commend:

1. The administrators of the districts for attempting to serve adults in areas of greatest need by locating classes in churches, factories, parochial schools, welfare centers, neighborhood centers, hospitals, libraries, vocational skill centers, housing projects, and many other nonschool facilities
2. The administration and staff for cooperating with agencies dealing with welfare, employment, and health, and with other community agencies, organizations, and groups with related programs; for enlisting help from these agencies; and for providing mutually supportive services to those in need of help, thus avoiding duplication
3. Community agencies, organizations, and groups for assisting in referring and recruiting students, making their facilities available for classes, providing teacher aides and counselors, providing child care, and helping and supporting the program
4. The administrators and staffs of the districts for acquainting the community with the adult basic education program, informing ethnic groups about the program, and recruiting those in need of basic education

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That every effort be made to develop and extend areas of cooperation with community agencies, organizations, and ethnic groups
2. That adult basic education advisory groups be formed in all school districts to assist in identifying needs, planning the adult basic education curriculum, strengthening relationships with ethnic groups, publicizing the program, improving coordination with community agencies and groups, recruiting students, and planning for an expanded program of adult basic education (This advisory group should include the adult basic education administrator, representatives of the administrative and instructional staffs, representatives of agencies and organizations offering related services, and leaders from business and industry, the professions, and ethnic minority groups.)
3. That present efforts to interpret the adult basic education program to the community be continued and improved
4. That special attention be given to providing a more extensive program of student recruitment to ensure that those adults in greatest need of basic education will be enlisted in the program

5. That all adult basic education programs in a community be conducted by a school district rather than other agencies or groups, and that every effort be made to provide for effective liaison between the district and the agency or group

Adult Basic Education Staff

The administration is responsible for all phases of the adult basic education program and for the coordination of the program with other educational programs in the district. Through administrative leadership the staff becomes a harmonious working unit and takes pride in its achievements. The effectiveness of the adult basic education program rests in large part on the competence, vision, and foresight of the administration.

Major Commendations

The visiting committees of the Accrediting Commission commend the adult basic education administrative staffs:

1. For their leadership and interest in the program and their willingness to assume administrative responsibilities that in many cases are carried out in addition to their full-time administrative assignment
2. For their excellent training and experience in education, for their competence in administering the program, and for their efforts to improve the program through participation in adult basic education conferences and other inservice educational activities
3. For their effective staffing procedures, for their efforts to recruit the most competent instructional staff members for the program, and for their employment of staff members from the ethnic groups being served
4. For their excellent relationships with instructional staff members and students, and their genuine interest in the work of the staff and students
5. For their workable cooperative agreements to initiate and administer adult basic education programs in component and adjacent districts, thus serving the educationally disadvantaged adults in those areas

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That consideration be given to providing additional administrative personnel or administrative time for adult basic education programs

2. That administrators continue their efforts to employ teachers from minority groups for adult basic education classes who meet district standards
3. That efforts be made to lessen the number of reports required for the adult basic education program
4. That administrators review the adequacy of supervision of the adult basic education instructional program

A competent instructional staff is indispensable for the success of any school program. This need is particularly felt in adult basic education, where enrollment and attendance are voluntary and where the teacher deals with educationally disadvantaged adults. Teachers must be employed whose background, personality, education, and experience are suited for working with this adult group. Many people who work in this field believe that in no other area of adult education are specially trained teachers so important.

Major Commendations

The visiting committees of the Accrediting Commission commend the adult basic education instructional staffs:

1. For their professional qualifications and competence, their background of experience in education, and their excellent professional attitude
2. For their concern for the serious educational deficiencies of adult students and their sensitivity to these needs
3. For their enthusiasm, their rapport with students, and their ability to elicit positive responses from them
4. For their direct efforts to recruit new students and for the effectiveness of their programs of instruction by which new students are attracted and become enthusiastic
5. For their participation in workshops and other inservice activities
6. For their effective use of teacher aides in adult basic education classes and their success in recruiting students for the program

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That the orientation of teachers to the adult basic education program be strengthened
2. That additional personnel be provided for developing instructional materials and for assisting teachers in the development, selection, and use of these materials
3. That the instructional staffs be encouraged to continue to

participate in workshops and other special inservice training programs designed to improve instruction

4. That districts consider strengthening inservice training programs by paying teachers for participating in the more important inservice training activities

5. That districts consider making application for federally funded programs of teacher preparation and inservice training of teachers in adult basic education

6. That districts encourage colleges and universities in the area to offer a more realistic curriculum aimed at preparing teachers for instructing in adult basic education classes

7. That additional volunteer or paid teacher aides be provided to make follow-up inquiries about student absences, assist in recruitment, and perform other duties

8. That the aides be selected from minority groups, that they be persons suited for work in education, and that they be encouraged to continue to take college work leading to a career in education

Adult Basic Education Curriculum and Materials

The curriculum of adult basic education must be based on the philosophy of the program and must serve the needs of adults by helping them meet their daily problems as wage earners, homemakers, and citizens. Sound procedures of curriculum planning and development will involve all interested persons and groups, such as school administrators, teachers, adult students, and community agencies and organizations, and will make use of all available resources and services. A wide variety of instructional materials is needed. Just as the program must be flexible in order to meet individual and community needs, so must the materials of instruction vary. In addition, the program must be offered at times convenient to adults.

Major Commendations

The visiting committees of the Accrediting Commission commend the instructional staffs:

1. For their progress in developing course outlines and study guides for adult basic education classes

2. For their provision of meaningful learning experiences for adult students, often in facilities in nonschool locations not as well equipped or as adequate as regular school buildings

3. For their innovative use of many kinds of instructional materials and their constant effort to adapt them to the individual needs of educationally disadvantaged adults

4. For their continued search for good materials for the program

and for their resourcefulness in developing materials to supplement the commercial materials now available

5. For their efforts to include instruction in citizenship, health practices, consumer knowledge, human relations, and home and family living in addition to instruction in basic skills

The visiting committees of the Accrediting Commission commend the administrative staffs:

1. For encouraging innovative teaching and for allowing teachers to experiment and to tailor their instruction to the needs, abilities, and interests of the adult students

2. For making every effort to provide adequate instructional materials and equipment for the program within the limitations of available funds

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That districts make every effort to offer adult basic education classes throughout the full calendar year, and not just during the regular school term, in order to provide for continuity of learning, to prevent dropouts, and to enable adult students to complete their basic education sooner

2. That all districts establish an adequate resource materials center for the use of staff members

3. That a special project be undertaken in California, possibly with the assistance of federal funding, to enable a group of teachers experienced in adult basic education to develop instructional materials in elementary subjects for adults studying English as a second language, the materials to be adapted for California and made available to teachers of adult basic education throughout the state

4. That efforts be made to offer additional adult basic education classes during the day

5. That if enrollments permit, consideration be given to establishing classes that would offer 12 to 15 hours of instruction each week so that educational goals can be more rapidly attained

6. That the instructional staff provide additional opportunities for adult students to help plan and organize their educational experiences

Adult Basic Education Methods and Techniques

To be successful in the adult basic education program, a teacher must be able to create within the classroom the kind of learning situation that promotes self-confidence and a desire for self-

improvement on the part of the student to the end that learning is meaningful and desirable. Constructive adult relationships, attitudes, and responsibilities are a very important part of the adult basic education instructional program.

A variety of methods, devices, and ideas may be used to achieve desired and realistic goals. No two teachers will use the same approach. Methods and techniques must be effective so that every adult, at each class meeting, will learn useful things that he recognizes as worthwhile and important to himself.

Major Commendations

The visiting committees of the Accrediting Commission commend the instructional staffs:

1. For individualizing instruction and developing innovative techniques for teaching adults, who vary greatly in age, learning ability, cultural backgrounds, and needs
2. For admitting new students at any time, adapting their teaching methods to accommodate the changing class membership, and making it possible for students to progress at their own speeds
3. For providing continuing opportunities for adults to succeed in the classroom and thus build confidence and positive attitudes toward learning
4. For making innovative use of audiovisual equipment (such as tape recorders), listening centers, language masters, teaching machines, and programmed learning

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That attention be given by the teachers and staff to developing better techniques of evaluating student progress
2. That districts consider developing projects on innovative and experimental instructional practices that coincide with the current accent on experimentation recently indicated by the U.S. Office of Education

Adult Basic Education Student Personnel Services

The welfare and progress of the student must always be the first consideration in the adult basic education program, where curriculum and personnel services must meet students' needs in a very special way. Student personnel services should provide adequate educational, vocational, and personal guidance for all students. These services should help both student and teacher understand the human

relations involved in adult growth and learning. Guidance services should include continual community analysis to anticipate employment opportunities and to pinpoint local needs. Provision should be made for gathering adequate information about the adults to be served. This information, together with follow-up studies, should provide the data needed to develop and improve the adult basic education program. The qualifications of the staff must meet specific standards of professional preparation to do this important work, and the counseling load must be realistic to meet the needs of the students.

Major Commendations

The visiting committees of the Accrediting Commission commend:

1. Districts that have provided counseling services for the adult basic education program
2. Counselors for their competency, for their interest in the program, for the services given to the students and instructional staff, and for the excellent work they are doing in the limited time available
3. Counselors for their close cooperation with community agencies and other community groups that offer related services
4. Counselors and instructional staffs for work being done to organize the personnel data of students in the program
5. Teaching staffs for their awareness of the many kinds of problems confronting the adult students beyond the intricacies of the formal "learning process," their interest in the out-of-school lives of their students, and their attempts to assist them with their problems

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That districts make an indepth study of numbers, characteristics, and needs of persons that could be served by the adult basic education program, such study to be conducted jointly by the district and community agencies and groups in order to identify specific needs more fully and to develop a program to meet these needs
2. That consideration be given to developing a special project and providing additional personnel to assist in follow-up studies of dropouts and graduates to evaluate the outcomes of the program and to determine its effectiveness in meeting its stated objectives
3. That tests and testing practices now being used statewide be reviewed

4. That additional counseling services be provided for adult basic education programs

Adult Basic Education Facilities

Adequate facilities are important for the success of the adult basic education program. They should be convenient and efficient, and they should provide a place to work that is satisfying to both students and staff.

Major Commendation

The visiting committees of the Accrediting Commission commend the administration for its effective use of school buildings and many nonschool facilities in areas throughout the districts in order to locate classes in areas where they are most needed.

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That every effort be made to upgrade school and nonschool facilities used for adult basic education classes to improve instructional programs and to assure students that their educational program has tangible community support
2. That every effort be made in target area neighborhoods to provide additional facilities to house adult basic education classes only, the facilities to be used continuously during the day and in the evening
3. That districts consider making further use of portable classrooms in target areas where no suitable facilities exist
4. That districts provide better storage facilities for instructional materials and equipment in nonschool locations and make other needed improvements in these facilities where possible

Adult Basic Education Funding

Adequate funding is necessary if adult basic education programs are to be successful.

Major Commendation

The visiting committees of the Accrediting Commission commend the federal and state governments and the school districts for efforts made thus far to attack the problem of adult illiteracy and for attempts made to meet the needs of educationally disadvantaged adults.

Major Recommendations

The visiting committees of the Accrediting Commission recommend:

1. That federal funding be substantially increased and that every effort be made to obtain additional state and district funds so that districts can provide facilities, personnel, instructional materials, and equipment to extend the program for all adults in need of basic education
2. That in view of limited funding, the highest possible priority be given to the continuation and expansion of adult basic education programs
3. That the federally assisted adult basic education program be funded well in advance and on a 12-month basis to provide time for adequate planning and to attract and retain a teaching staff of the highest quality

Concluding Statements

At the close of each visitation, the committee chairman asked the members of the visiting committee of the Accrediting Commission for Secondary Schools to express their thoughts concerning the program. The brief comments that follow are a consensus of each committee's reactions:

Coachella Valley Junior College District

Illiteracy and inability to speak English impair effective communication between employer and employee and between other people in the community, preventing the advancement of the disadvantaged adult in the community. The visiting committee strongly feels that the adult basic education program is essential for upgrading these adults and helping them rise above poverty levels. As a result of the program, some long-term welfare recipients have moved into full-time employment and self-supporting levels. The program is worthwhile and should be continued and expanded. Federal funds provided should be channeled through the state and should be administered by school districts with fewer restrictions.

Imperial County School Districts

Imperial County is an isolated agricultural area with a population made up largely of minority groups. The agricultural nature of the county has required a large supply of laborers without vocational skills or educational attainment. A major problem is the existence of pockets of Spanish-speaking people whose way of life reflects their hard-core poverty. This situation has resulted in an unemployment rate of 12 to 15 percent, with about 14 percent of the population needing welfare assistance. Inability to speak English is a primary contributing factor to this situation and is a major reason for inability to use education received in other language cultures. Classes in English as a second language and in adult basic education are vital in helping adults in Imperial County to rise above poverty levels.

The community needs to appraise methods and means of reaching persons in need of adult basic education. A continuing program of elementary subjects and a program of studies leading to the completion of credits for a high school diploma are necessary to raise the educational levels of the poverty stricken. Funds for educational support should be made available to the school district governing boards for use at their discretion in implementing the adult basic education program.

Kern Joint Union High School District

Adult education in California public schools has been available for over 100 years. The adult education program is being treated as a stepchild and adult basic education is a stepchild of that stepchild. In raising standards of living and fighting the war on poverty, education is the basic problem. Adult basic education starts with the lowest group on the totem pole, the group with which all are concerned. Ghettoes and slums can be torn down and rebuilt, but if the same occupants are put back in them, rat-infested, sordid conditions will return.

California has a public school system of which everyone is proud. The state has the facilities and personnel available for conducting almost any kind of educational program. It would appear logical that federally funded educational programs directed at solving some poverty problems should be channeled through our public schools, whose responsibility should be to have the program conducted by the most effective agency obtainable.

The visiting committee believes that the adult basic education program is worthwhile, that it can be a major factor in the elimination of illiteracy among adults, and that it should be expanded.

Los Angeles Unified School District

The committee unanimously agrees that the Los Angeles Unified School District is doing an outstanding job within the limits of its resources in bringing adult basic education to its patrons. The need for such a program is widespread throughout the district, particularly in several major target areas, as evidenced by the last census. It is recommended by the committee that the present program be expanded as rapidly as possible to take in the 374,000 adults in dire need of basic education. Such a program, in addition to its intrinsic value to the participants, would be a major factor in the elimination of illiteracy.

In a recent article in the *Saturday Review,* "The Crisis of the Cities," James M. Gavin and Arthur Hadley describe the plight of the uneducated, unskilled worker:

> The vast majority of the migrants, both white and black, lack, through no fault of their own, the education, training, and job habits to fit into the complex patterns of urban life. The cities make few efforts to ease the entry of the new arrival. There are no special communities to receive the migrant, retrain him, place him in decent housing, find him a job. At this crucial moment of his life, when a whole complex of resources should be focused to aid him, he finds himself alone. Isolated, discriminated against, lacking the education, skills, and knowledge necessary in a highly industrialized society,

bewildered by his new environment, the migrant separates from the mainstream of America and joins the undercurrent – the underculture of poverty.

The Adult Basic Education Act is a worthy attempt to resolve in part the difficulties described by Gavin and Hadley. Effective teachers, while presenting basic education materials and means of communicating in English, also do much to inform the client of other resources available to him. His questions are answered, his fears allayed, his confidence restored, and his participation in the mainstream of community life assured. The Adult Basic Education Act is a most beneficial endeavor to cope with the crisis of our cities.

The adult basic education program is attaining its objectives within the limits of its present funding. No better use of federal funds can be made in the national interest than through the expansion of the ongoing program to the disadvantaged, thus improving their lives and enabling them to become more productive citizens.

Mt. Diablo Unified School District

Though small, the Mt. Diablo Adult Basic Education program is a beacon to many people. The program at Mt. Diablo is meeting a real need and is well worth the money and effort. Much remains to be done, however, in identifying potential students, acquainting the target population with the program, and encouraging them to take part.

The political community – local, state, and national – does not completely appreciate the need and importance of adult basic education for the economic and social vitality of the community. A major problem is lack of true district and community support as well as state and federal support on a scale appropriate to the real need. The federally funded adult basic education program in California seems to be a "first effort" in which learning is reciprocal; both the target population and educators are learning as the program progresses. The program must be a state plan, with flexibility permitted in the local district. Federal participation should be primarily fiscal.

Working relationships between the three levels are only vaguely outlined. Much more will be accomplished when the program is more completely defined according to function. A serious problem is that major changes are made on the national and state levels in guidelines for the program before problems have been worked out and insights gained locally. Additional problems arise as the result of uncertainties and changes in financing.

The program is effective as far as it goes but needs large-scale, stable, long-term support. The present program represents an

effective model and nucleus for a much larger scale program so necessary if the needs of society are to be met.

Napa Community College District

The adult basic education program as conceived and established by the federal and state governments is outstanding. However, as presently conducted in the Napa Community College District with the limited funds available, the program is reaching only a small percent of those who could profit by it.

The adult basic education instructional program should be financed entirely from state and federal funds. The Napa Community College District, in cooperation with the secondary schools and elementary schools in the college district, should provide the necessary physical facilities and equipment, thereby making possible an ongoing program of adult basic education. Every effort should be made by the state and federal governments to keep to a minimum the large amount of paper work and reports required of the district.

The Napa Community College District is making great strides in expanding the college program in the area of technical-vocational education to provide better preparation for employment. This expansion is laudable. The committee hopes that a similar emphasis will be placed on meeting the needs of the educationally disadvantaged adults in the district. If the needs of the educationally disadvantaged adults are to be met, a program must be offered that can stand on its own feet and not be relegated to a makeshift, secondary position.

Oakland City Unified School District

The social unrest of our times and the rapid changes in all areas of American life call for perceptive awareness and response by our educational institutions. The massive, multiple-agency effort to improve the quality of American life presents overwhelming problems of communication and coordination. In fulfilling its role, the adult education program must adhere to its purposes and functions, maintain its professional integrity, and continue its sensitivity to the overall educational needs of adults.

The adult basic education program of Oakland is a vital part of the adult education program and is contributing greatly to relieving tensions in the district among ethnic groups. Every effort must be made to extend this program. The administrators, counselors, and teachers in the adult basic education program are playing a significant role in developing within the disadvantaged people of Oakland a feeling of hope and a desire to reach for higher goals. The program is helping people of all races, colors, and creeds and is rekindling among these people a belief in the American dream.

Sacramento City Unified School District

Every effort should be made to offer adult basic education to all adults in need of it and to recruit adults into the program who have the greatest need for basic education. An effective adult basic education program that helps get people off the relief rolls is far less expensive in the long run than welfare payments and helps to create a self-respecting person, one who is able to hold his head up. Talks with students and staff members indicate very definite benefits of adult basic education to a family group in addition to vocational advantages.

It is far more important to provide adult basic education than to offer some of the other adult classes now included in the adult programs in some districts. However, funding of adult basic education is woefully inadequate. The program should be funded jointly by the federal government, the state, and the local district. There should be less stringent control over the district, and every effort should be made by the State Department of Education and the U.S. Office of Education to keep to a minimum the number of reports required of the district.

Stockton City Unified School District

A concluding statement by the visiting committee to the Stockton City Unified School District is not available.

Sweetwater Union High School District

The San Diego County Department of Public Welfare is commended for cooperating with business, industry, and public education in developing programs to place hundreds of welfare recipients in jobs. Since the local Department of Employment has a long history of cooperation with the public schools of San Diego County, increased emphasis should be placed on basic education and skill training to compensate for the change of responsibility from the Department of Public Welfare to the Department of Employment. There are significant possibilities of employment and pre-employment education and training as a result of this legislative change.

An article in the April 28, 1968, edition of the *San Diego Union* states well that all pupils should receive some "work-oriented" schooling, that both occupational guidance and occupational preparation should be "radically revised and improved," and that high school dropouts can best be helped by a remedial basic education and job-training program.

Appendix

ADULT BASIC EDUCATION VISITING COMMITTEES

The persons appointed by the Western Association of Schools and Colleges to evaluate the success of the Adult Basic Education Program in the ten participating school districts are as follows:

Coachella Valley Junion College District

C. Weynard Bailey, former Superintendent, Colton Joint Unified School District

Henry Blankenship, Principal, El Monte Adult High School

Albert J. Gilbert, Assistant Superintendent, Instructional Services, Morongo Unified School District, Twentynine Palms

Elton Gebhardt, Coachella Valley Farm Bureau, and member, Riverside County Board of Education, Thermal

Robert Heller, Community Work Training Coordinator, Riverside County Department of Public Welfare

Charles E. Neuman, Committee Chairman

Imperial County School Districts

Alexander A. Alexander, Principal, Indio High School

Jack F. Binkley, Coordinator, Redlands Adult School

Oran Bollinger, Director, Imperial County Welfare Department, El Centro

William A. Dillard, Rancher, Brawley

Thomas Ward, Principal, Southeast Adult School, San Diego

Charles E. Neuman, Committee Chairman

Kern Joint Union High School District

Arvid G. Erickson, Vice-President and Manager, Title Insurance and Trust Company, Bakersfield

David Eshelman, Principal, Tulare Evening High School

Philip A. Hansen, Director, Personnel and Special Services, William S. Hart Union High School District, Newhall

James E. Solt, Administrator, Secondary Education, Office of the Fresno County Superintendent of Schools

G. L. "Sam" Seitz, Assistant General Manager, Calcot, Ltd., Bakersfield

Charles E. Neuman, Committee Chairman

Los Angeles Unified School District

Heber H. Holloway, Superintendent, Whittier Union High School District

Harold Jones, Director, Adult Education, Montebello Unified School District

Robert C. Coe, Two-Year College Representative, Pacific Telephone and Telegraph Company

John Anderson, Supervising Social Worker, Los Angeles Department of Public Social Services

Charles E. Neuman, Committee Chairman

Hal W. Hamm, Committee Co-chairman

Mt. Diablo Unified School District

Gibson Gray, Research Business Supervisor, Dow Chemical Co., Walnut Creek

Thomas Redmond, Principal, Jefferson Adult Evening High School, Daly City

Lawrence B. Kelly, Principal, Dewey High School, Oakland

Hal W. Hamm, Committee Chairman

Napa Community College District

Paul Ash, Coordinator, Adult Education Division, Santa Barbara City Schools

Paul Wycoff, Coordinator, Neighborhood Youth Corps, Napa

Ray Garrett, Staff Development Supervisor, Napa County Welfare Department

Hal W. Hamm, Committee Chairman

Oakland City Unified School District

Robert B. Chapman, Principal, Petaluma Evening High School

Wilbur L. Fellows, Principal, Menlo Atherton Adult Evening High School, Atherton

Thomas Garcia, Supervisor, Vocational Services, San Mateo County Public Health and Welfare Department

Peter Kristich, Manager, Employment Placement, California State Department of Human Resources Development

Thomas A. Redmond, Principal, Jefferson Adult Evening High School, Daly City

Hal W. Hamm, Committee Chairman

Sacramento City Unified School District

Y.I. Chai, M.D.,Sacramento County Public Health Department

J. Mark Evans, Manager, Employment Development, Campbell Soup Company, Sacramento

Raymond Jansen, Superintendent, Lodi Unified School District

Joseph H. Lynn, Director, Compensatory Education Department, Sacramento City Unified School District

James A. Sullens, Supervisor, Sacramento County Department of Social Welfare

Thomas Smith, Manager, California State Employment Service

Hal W. Hamm, Committee Chairman

Stockton City Unified School District

Bert C. Corona, Superintendent, Modesto City Elementary and High School District

Leland W. Clark, Principal, Adult Education Program, East Side Union High School District, San Jose

Harry A. Quail, Manager, California State Department of Human Resources Development, Stockton

Hal W. Hamm, Committee Chairman

Sweetwater Union High School District

Donald Bordsen, Director-Principal, Anaheim Evening High School

Kenneth S. Imel, Director, Adult Education, San Diego City Unified School District

Franklin T. Rose, Supervisor, Training, Rohr Corporation, Chula Vista

William T. Walton, District Chief, San Diego Department of Public Welfare

Samuel G. Warren, Director, Adult Division Center, Whittier Union High School District, Santa Fe Springs

Charles E. Neuman, Committee Chairman

ADMINISTRATORS OF ADULT BASIC EDUCATION PROGRAMS IN CALIFORNIA

Alameda County

James M. Preston, Principal, Berkeley Adult School

Robert H. Cochrane, Principal, Hayward Adult and Technical High School

Henning A. Edlund, Director, Adult Education, Oakland City Unified School District

Leonard L. Hancock, Principal, San Lorenzo Adult High School

Contra Costa County

William Snow, Project Coordinator, Liberty Union High School District

Bert B. Johnson, Principal, Mt. Diablo Evening High School

Harrison Scott, Principal, Richmond Evening High School

Fresno County

John L. Evans, Principal, Tranquillity High School

Charles Hertzler, Director, Research and Planning, Kings Canyon Unified School District

Humboldt County

Richard L. Van Wagner, Principal, Eureka Evening High School

Imperial County

Gerald L. Jensen, Coordinator, Secondary Education, Imperial County Education Center

Kern County

Malcolm W. Young, Assistant Principal, Delano High School

Wallace B. Webster, Principal, Bakersfield Adult School

Kings County

Robert S. Bailey, Project Director, Corona Unified School District

Harold Stoker, Principal, Hanford Adult High School

Los Angeles County

Raymond Capps, Principal, ABC Adult School

John A. Nylen, Principal, Alhambra Adult High School

Harlan L. Polsky, Principal, Compton Adult School

Henry C. Blankenship, Principal, El Monte Adult High School

Thomas J. Johnson, Principal, La Puente Adult High School

Robert Rumin, Supervisor, Adult Basic Education, Los Angeles Unified School District

Charles E. Dunson, Principal, Monrovia Evening High School

Harold J. Jones, Principal, Montebello Adult High School

Paul R. Dickerson, Dean, Community Adult Training Center, Pasadena Area Junior College District

Samuel G. Warren, Director, Whittier Adult Division Center

Madera County

Wilhelm Haugen, Director, Madera Adult High School

Merced County

Joseph A. Cox, Principal, Los Banos High School

Eugene A. Vinckel, Principal, Merced Evening High School

Monterey County

Henry G. Royal, Principal, Salinas Adult High School

Napa County

Paul Lathrop, Dean, Community Service, Extended Day, and Adult Education, Napa Community College District

Orange County

Donald L. Kennedy, Director, Division of Adult Education, North Orange County Junior College District

Plumas County

Floyd Warren, Consultant, Secondary Education, Plumas Unified School District

Riverside County

Donald D. Akkerman, Principal, Susan B. Coombs Intermediate School

Charles O. Hagan, Principal, Beaumont Senior High School

Gordon H. Duncan, Principal, Corona Evening High School

David Inglis, Principal,Elsinore High School

Robert L. Seaton, Director, Special Projects, Jurupa Unified School District

James J. Sheridan, Administrative Assistant, Perris Union High School District

Don Welty, Coordinator, Community Service and Vocational Education, College of the Desert

Sacramento County

A. Warren McClaskey, Director, Adult Education, Sacramento City Unified School District

San Bernardino County

Walter A. Andrews, Principal, John F. Kennedy High School

Norman A. Gabel, Principal, Chino Community Adult and Continuation High School

Jack F. Binkley, Coordinator, Redlands Adult School

San Diego County

Mark J. Fabrizio, Director, Special Programs, Oceanside-Carlsbad Union High School District

Kenneth S. Imel, Director, Adult Education, San Diego City Unified School District

Harry C. Rubie, Principal, Sweetwater Adult High School

San Francisco County

E. Dalton Howatt, Coordinator, Adult Education, San Francisco Unified School District

San Joaquin County

Lawrence T. Minahen, Principal, Stockton School for Adults

Richard L. Froman, Principal, Tracy Evening High School

San Mateo County

Thomas A. Redmond, Principal, Jefferson Adult Evening High School

Morris H. Winward, Director, San Mateo Adult Evening High School

Santa Barbara County

Warner W. Brenner, Principal, Lompoc Evening High School

Selmer O. Wake, Director-Administrative Dean, Adult Education, Santa Barbara Junior College District

Santa Clara County

Lindley S. Allen, Principal, Mountain View-Los Altos Adult High School

Mrs. Bertie Vekander, Director, Special Services, Gilroy Adult High School

Leland W. Clark, Director, Metropolitan Adult Education Program, San Jose Unified School District

Santa Cruz County

John G. Evans, Principal, Santa Cruz Evening High School

Solano County

Allen T. Wayne, Principal, Armijo Adult High School

Charles R. Allen, Principal, Vallejo Adult School

Sonoma County

George W. Smith, Principal, Analy Evening High School

Edward Matteoli, Administrator, Adult Education, Healdsburg Union High School District

Tulare County

David R. Eshelman, Principal, Tulare Evening High School

Ventura County

Chet Howe, Principal, Simi Adult Education

Yolo County

William S. Waroff, Project Director, Winters Joint Unified School District

Gilbert E. Henry, Administrator, Adult Education, Woodland Joint Unified School District

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